

NATIVE VILLAGE OF DEERING BULK FUEL FACILITY



MONITORING PLAN AND RECOMMENDATIONS

Prepared for:
ALASKA ENERGY AUTHORITY (AEA)

JULY 31, 2005

Prepared by:

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OVERVIEW

This Monitoring Plan and Recommendations was completed under contract to the Alaska Energy Authority as a follow-up to a Bulk Fuel Upgrade project in Deering, Alaska that constructed a new bulk fuel storage facility with 12 fuel storage/dispensing tanks, two marine headers, two diesel fuel loading racks and pipelines to the school, the water treatment plant, the power plant and the retail dispenser. A component of the upgrade project was the development of a Business Operating Plan, which provided a guideline for the Native Village of Deering's maintenance and operation and sustainability of the Bulk Fuel Upgrade (the "Facility"). The Native Village of Deering, (the "Primary Operator") is responsible to operate and sustain the newly installed Facility according to the criteria and guidelines outlined in the Business Operating Plan.

Facility Participant

The Facility participants are:

Native Village of Deering

Primary Contact: *Roberta Moto, Council Administrator; Emerson Moto, Council President*

Phone: (907) 363-2138 Fax: (907) 363-2195

Address: P.O. Box 36089, Deering, AK 99736

Usage: The Council will utilize its facility assets to operate its facilities and to retail fuel.

City of Deering

Primary Contact: *Beverly Moto, City Clerk; Ron Moto, Mayor*

Phone: (907) 363-2136 Fax: (907) 363-2156

Address: PO Box 36049, Deering, AK 99736

Usage: The City will utilize its facility assets to operate its utilities.

Northwest Arctic Borough School District

Primary Contact: *Craig McConnel, Director Maintenance & Operations;*
Robert Boyle, Superintendent

Phone: (907) 442-3472 x640 Fax: (907) 442-2391

Address: PO Box 51, Kotzebue, AK 99752

Usage: The NWABSD will utilize its facility assets to operate its physical plant.

Facility Components & Capacity

The following table provides a summary of the tankage, by type of fuel that is included in the Facility upgrade:

Facility Components & Capacities

Primary Storage/Dispensing	Number	Gallons Per Tank (Net)	Total Gallons (Net)
Native Village of Deering			
Diesel			
Primary Storage	3	20,700	62,100
Dual-Product Dispensing	1*	7,200	7,200
Subtotal Diesel	4		69,300
Gasoline			
Primary Storage	1	20,700	20,700
Dual-Product Dispensing	1*	3,600	3,600
Subtotal Gasoline	2		24,300
Total Council	6		93,600
City of Deering			
Diesel			
Primary Storage	4	20,700	82,800
Total City	4		82,800
Northwest Arctic Borough School District			
Diesel			
Primary Storage	2	20,700	41,400
Total NWABSD	2		41,400
Total Primary Storage/Dispensing	12		210,800
Pipeline Components			
	Number		
Marine Header (gas and diesel)	2		
Truck Fill Stand	2		
Dual-Product Retail Dispenser	1		
Diesel Transfer to Intermediate Tanks	2		

* Dual Product Retail Dispenser

Each participant's storage capacity is in excess of its present usage. The Denali Commission guidelines dictate that extra capacity is provided to account for 10 years of growth in fuel requirements.

Community Information

The village of Deering is located on Kotzebue Sound at the mouth of the Inmachuk River, 57 miles southwest of Kotzebue. It is built on a flat sand and gravel spit 300 feet wide and a half-mile long. The area encompasses 5.1 sq. miles of land and 0.1 sq. miles of water. The population of the village is primarily Inupiat Eskimo and relies heavily upon subsistence activities.

Water is derived from the Inmachuk River, treated and pumped to a 400,000-gallon insulated storage tank, and delivered to home tanks or hauled from the watering point. Major improvements are under construction for a water haul and vacuum sewer system. A new washeteria and water treatment plant are completed.

The Native Village of Deering (Council) operates the community grocery store and Deering Fuel. The City of Deering operates the washeteria and the Ipnatchiaq Electric Company.

Selected demographic and historical data for the community is provided below:

Selected Statistics – Deering

Population	
2000	136
1990	157
1980	150
1970	85
1960	95
1950	174
Housing (2000 Data)	
Occupied Housing	42
Vacant Housing Due to Seasonal Use	9
Other Vacant Housing	10
Economic Data (2000 Data)	
Unemployment Rate	17.0%
Median Household Income	\$33,333

Native Village of Deering

The following table lists the Council's services and business:

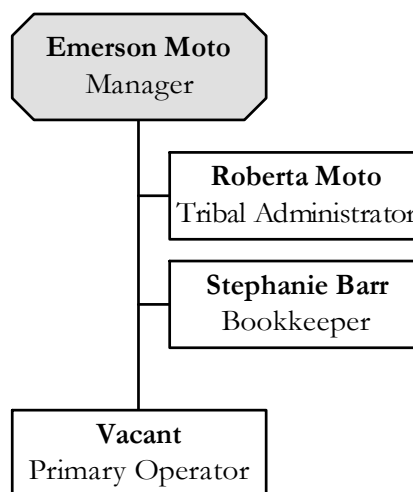
NATIVE VILLAGE OF DEERING	
<i>Services and Businesses</i>	Council Administration Deering Native Store Deering Fuel Project Landfill Roads Project Indian Child Welfare Program Tribal Housing

The Council has established a subsidiary business, Deering Fuel Project, which manages the bulk fuel facility and retail sales of fuel. Deering Fuel Project purchases fuel, after soliciting competitive bids from fuel suppliers, approximately once a year during the summer. Residents and businesses pay \$2.69 per gallon/diesel for heating fuel and \$2.95 per gallon/gasoline. The Council has no collection policy for outstanding balances due from customers. The Council allows customers to purchase heating fuel on credit during the winter months.

Since the Business Operating Plan, dated February 25, 2003, was finalized there has not been any staff turnover with either the management or staff of the Council's bulk fuel facility.

The following chart illustrates the staff relationships of the Council's bulk fuel facility:

**NATIVE VILLAGE OF DEERING
BULK FUEL FACILITY PROJECT
STAFFING ORGANIZATIONAL CHART**



Monitoring Site Visit

The Alaska Energy Authority contracted with Aurora Consulting, of Anchorage Alaska, to conduct a site visit to the Native Village of Deering's Facility and to develop a "*Monitoring Plan and Recommendations*". The scope of the assignment included working with the Council to obtain information on existing management and operational systems, comparing those systems to the Business Operating Plan requirements and other "best practices", making recommendations for changes and/or training, developing ongoing monitoring tools, and/or working to cure any deficiencies or defaults experienced by the Council.

Aurora Consulting staff member, Nancy Anderson, traveled to Deering on June 16, 2005 to meet with the Council's bulk fuel facility management and staff, including:

Contacts	Title
Emerson Moto	Council President
Robert Iyatunguk	Council Member & Temporary Fuel Operator
Roberta Moto	Tribal Administrator

Monitoring Plan and Recommendations

The following Monitoring Plan and Recommendations is organized into three sections:

- Management and Operational Skills
- Business Operating Plan Compliance
- Recommendations

Management and operational skills identify those skills and practices that are crucial to the short-term viability of a bulk fuel facility, while Business Operating Plan compliance areas identify those activities that are required by the Denali Commission approved Business Operating Plan.

Management skills include administration, fiscal systems, and collections. Operational skills include the ability to perform maintenance, repair and operation of the bulk fuel facility. Both skill sets require knowledgeable and trained managers, bookkeepers and facility operators to manage and operate the Facility on a daily basis. In contrast, the business operating compliance section details the key activities and actions are required to be completed by the Facility in order to be in compliance with the terms and conditions of their Business Operating Plan.

Additionally, this report includes major recommendations for continued actions and training, which are detailed in the conclusion section of this report. These recommendations are limited to those actions necessary to meet the deficient management and operational skills or Business Operating Plan compliance areas.

BULK FUEL FACILITY MANAGEMENT/OPERATIONAL SKILLS

Financial Management

(1=Lowest Skill Level 5= Highest Skill Level)

1	2	3	4	5	<i>Financial Management Skill Areas</i>
<i>Annual Budget</i>					
x					Develop and utilize budgeting process
x					Staff understanding of budget
<i>Bookkeeping</i>					
x					Develop and track facility costs using a Chart of Accounts
x					Understands and tracks operation & management (O&M) costs
x					Understands and tracks renewal & replacement (R&R) costs
<i>Collection Policy</i>					
x					Policy in place
x					Policy implemented
x					Collections at appropriate level
<i>Business Operating Plan</i>					
	x				Policy board has general understanding of Plan and requirements
	x				Management has general understanding of Plan and requirements
	x				Staff has general understanding of Plan and requirements
	x				Management understands financial assumptions and tables
	x				Staff understands financial assumptions and tables
	x				Management capable of annual Plan update
	x				Staff capable of annual Plan update

Comments:

Annual Budget

The Council has not developed an annual budget for the bulk fuel facility as required in the Business Operating Plan. The Council Members do not require administrative staff to develop annual budgets for any of the services and businesses owned and operated by the Council. The Tribal Administrator reported that she does develop budgets for the Council's Bureau of Indian Affairs (BIA) grants.

Bookkeeping

The Council has not developed a Chart of Accounts for tracking O&M and R&R costs for the bulk fuel facility as required in the Business Operating Plan. However, the Utility Clerk has developed Chart of Accounts and tracks costs for the Council's store, grant-funded programs and general administration.

Collections Policy

The Council retails fuel for motor vehicles and for heating homes and buildings in the community. Customers must pay cash for gasoline; however, during the winter months customers may buy heating fuel on credit. The Council has no collections policy to address outstanding balances. The Tribal Administrator reports that the Council has 130 customers and only 24 customers have current accounts. A total of seven businesses have outstanding balances.

Business Operating Plan

The Council Members have not implemented the management and bookkeeping responsibilities of the Business Operating Plan. The Council President and Member, who participated in the onsite monitoring visit, stated that “the Plan had not been implemented because the Council was waiting for the facility to be completed and ownership turned over to the Council”. The Council President acknowledged that the Council will need to meet this summer with the City of Deering and the Northwest Arctic Borough School District to discuss the Council’s responsibilities as Primary Operator and the O&M and R&R payments by all the participants. The Council President indicated that the Plan would be implemented on September 1, 2005 - the start of the Council’s fiscal year.

Personnel Management

(1=Lowest Skill Level 5= Highest Skill Level)

1	2	3	4	5	Personnel Management Skill Areas
<i>Job Descriptions</i>					
x					Job descriptions current for all positions
	x				Staff aware of/understand job descriptions
<i>Staffing</i>					
	x				Staffing adequate to operate & maintain the facility
<i>Training</i>					
	x				Staff has adequate training for job requirements
x					Ongoing training in place

Comments:

Job Descriptions

Job descriptions are not current for the Council's staff positions and will need to be updated to include the Primary Operator's roles and responsibilities. However, the Tribal Administrator has some understanding of the management and administrative roles and responsibilities in regard to the Council's responsibilities as Primary Operator of the bulk fuel facility as described in the Business Operating Plan.

Staffing

The Council Members have not hired a Bulk Fuel Facility Operator to be responsible for the operations and maintenance of the facility. The Council President and Member, who participated in the onsite monitoring visit, stated that "the position had not been filled because the Council was waiting for the facility to be completed and ownership turned over to the Council". It appears that the administrative staffing level of the bulk fuel facility is adequate to financially manage the facility.

Training

The Tribal Administrator and Bookkeeper would probably both benefit from participating in the Bulk Fuel Managers and/or Bulk Fuel Bookkeepers training offered by the Alaska Energy Authority. On June, 29 2004, both the Tribal Administrator and Bookkeeper received onsite technical assistance on the financial management of the Plan.

When the Council hires a Bulk Fuel Facility Operator, the new employee will need to be trained in the operations, maintenance and safety of the bulk fuel facility.

The Council Members could be more responsive to training opportunities and provide opportunities for the Tribal Administrator and/or Bookkeeper to attend training.

Operations Management

(1=Lowest Skill Level 5= Highest Skill Level)

1	2	3	4	5	Operations Management Skill Areas
<i>General Operations</i>					
x					Management/staff have general understanding of operation needs
x					System to schedule tasks for routine maintenance
x					System to schedule tasks for non-routine maintenance
<i>Inventory Control</i>					
x					Inventory control system in place
x					Knows what parts to keep in inventory for routine maintenance
<i>Emergency/ Spill Response</i>					
x					Staff can explain/locate oil spill response plan
x					Written safety policy

Comments:

General Operations

The Council Members have not hired a Bulk Fuel Facility Operator who would be responsible for the operations and maintenance of the facility. The Council President and Member, who participated in the onsite monitoring visit, stated that “the position had not been filled because the Council was waiting for the facility to be completed and ownership turned over to the Council”. The Council has not been providing routine (O&M) maintenance functions on the bulk fuel facility; therefore, no system is in place for scheduling routine maintenance. The operation and maintenance checklist that is located in the bulk fuel facility’s EPA Facility Response Plan is a possible tool to develop a system for scheduling routine maintenance.

There are not yet established systems to schedule non-routine (R&R) repair functions. The R&R schedule in the Business Operating Plan is a possible tool to develop a system for scheduling non-routine repair functions.

Inventory Control

Currently, minimal supplies are kept specifically for the bulk fuel facility. The notebook containing the U.S. Coast Guard Operations Manual has a list of spill response equipment that should be maintained in inventory by the Council. A Bulk Fuel Facility Operator would be responsible for maintaining specific inventory of facility components and safety supplies.

Emergency/ Spill Response

The Council has received its copies of the U.S. Coast Guard Operations Manual, U.S. EPA Spill Prevention Control and Countermeasure Plan (SPCC) and the EPA Facility Response Plan prepared by AEA. A Bulk Fuel Facility Operator should be responsible for becoming familiar with the manual and plans and using some the forms in the plans for emergency and spill response drills/procedures.

BUSINESS OPERATING PLAN COMPLIANCE

Financial Management

Yes	No	NA	<i>Financial Management Compliance Areas</i>
<i>O&M Account</i>			
	x		Accounting established
	x		Regular deposits into account
	x		Systems in place for \$5,000 authorizations
<i>R&R Account</i>			
	x		Accounting established
	x		Regular deposits into account
	x		Interest-bearing savings account
	x		Resolutions required
	x		2 signatures required
		x	Escrow account established
		x	Resolutions required
		x	2 signatures required
<i>Budgets</i>			
	x		O&M budget
		x	Prior to fiscal year
	x		R&R budget
		x	Prior to fiscal year
<i>Business Plan Updates</i>			
	x		Review assumptions
	x		Update tables
<i>Audits</i>			
		x	Annual audit conducted by qualified, independent auditor
		x	Copy to Denali Commission
<i>Annual Report</i>			
		x	Submitted to Denali Commission timely
		x	Summary of O&M and R&R Projects
			Expenditures and account balances
		x	Upcoming O&M and R&R budgets
		x	Updated business plan financial tables
		x	Other information
<i>Insurance</i>			
	x		General liability insurance in place
		x	Other insurance in place

Comments:

O&M Account

The Council has not established a Chart of Accounts for the bulk fuel facility that would track O&M revenues and costs, including each participant's payment for shared/common O&M. No O&M funds have been collected from any of the participants for the first full-year of operating the facility.

R&R Account

The Council has not established an interest-bearing savings account for the bulk fuel facility's R&R funds. No R&R funds have been collected from any of the participants for the first full-year's deposit into a R&R account.

Budgets

The Council has not developed an annual budget for the bulk fuel facility as required in the Business Operating Plan.

Business Plan Updates

The Tribal Administrator is aware that the Council is required to update the financial tables in the Business Operating Plan annually. The Tribal Administrator and Bookkeeper have had limited training on how to update the financial tables in the Plan and did not have an opportunity to work on the financial tables during the onsite monitoring visit.

Audit

The Council has not operated the bulk fuel facility for one full year, therefore is not yet required to have an off-site independent audit on the facility. The Council operates on a fiscal year of September through August. Therefore, the Council would schedule an audit for fiscal year 2005 in September/October 2005.

Annual Report

The Council has not operated the bulk fuel facility for one full year, therefore is not yet required to submit an annual report to the Denali Commission. In order to facilitate the annual budget and reporting processes, the Council may consider utilizing its fiscal year - September through August - for reporting purposes. Therefore, the Council would submit its first annual report to the Denali Commission in September/October 2005.

Insurance

The Council does not have a General Liability insurance policy nor is it self insured on the bulk fuel facility.

Personnel Management

Yes	No	NA	<i>Personnel Management Compliance Areas</i>
<i>Facility Manager</i>			
	x		Manager designated
		x	Changes reported to Denali Commission
<i>Staffing Adequate</i>			
	x		Staffing adequate
<i>Training Plan</i>			
	x		Training plan in place

Comments:

Facility Manager

The Council Members have not hired or appointed anyone to be responsible for the management responsibilities of the bulk fuel facility.

Staffing Adequate

The current level of financial management staffing appears to be sufficient. The Council Members have not hired a Bulk Fuel Facility Operator for the operations and maintenance of the bulk fuel facility; as a result, the operations and maintenance of the facility is insufficient.

Training Plan

The Bulk Fuel Facility Manager, once hired, will need training and would probably benefit from participating in the Bulk Fuel Managers training offered by the Alaska Energy Authority. The Bulk Fuel Facility Operator, once hired, will need to have adequate training for their operations, maintenance and safety requirements. The Tribal Administrator and/or Bookkeeper would probably benefit from participating in the Bulk Fuel Bookkeepers training offered by the Alaska Energy Authority. The Council Members could be more responsive to training opportunities and provide opportunities for staff.

Operations Management

Yes	No	NA	Operations Management Compliance Areas
<i>Facility Components in Good Working Order</i>			
x			Facility components in good working order
<i>SPCC</i>			
x			SPCC on-hand
x			SPCC current
<i>Facility Response Plan</i>			
x			Plan on-hand
x			Plan current
<i>Coast Guard Operations Manual</i>			
x			Manual on-hand
x			Manual current

Comments:

Facility Components in Good Working Order

Nancy Anderson, who conducted the onsite monitoring visit, took a self-guided visual tour of the bulk fuel facility, marine header, two diesel fuel loading rack and pipelines to the retail dispenser. The bulk fuel facility was not locked or secured from anyone entering the facility and possibly having an accident or vandalizing the facility. Additionally, the retail dispenser and school's intermediate tank are the only offsite facilities in the village that are locked and secured. This was reported to the Council during the onsite monitoring visit.

Most of the bulk fuel facility and offsite structures appear to be in good repair. However, some damage, maintenance and needed-repairs were noted during the visual inspection of the facility and offsite facilities:

- The fourth tank farthest away from the waterfront, in the facility's middle dike that houses four 27,000 gallon tanks, has large areas of paint peeling off the tank. The facility's diesel fuel loading rack has one storage area with a broken hinge on the door and one side of the foundation was eroding. There was approximately 2 to 3 inches of water standing in the dike areas. When these findings and problems were reported to the Council, no one was aware of the problems. This reaction by the Council seems to support the finding that the Council has not assigned any staff to walk through the facility to check for possible maintenance and repairs that may be needed.
- The Council President indicated that the storage areas' doors are not closed and secured due to the door hinges rusting and causing difficulty in opening the doors. All of the storage areas' doors at the bulk fuel facility and two diesel fuel loading racks are open and exposed to the weather. The Council President suggested the lock holes on the doors be modified to install a plastic insert to prevent a lock from rusting in the holes.

- The Tribal Administrator reported that the Council had accidentally left the lights on at the bulk fuel facility during part of a winter month and received an electric utility bill for approximately \$900 for that period.
- The City of Deering's intermediate tank located at the electric power, water and sewer facility has half of the fencing torn down. The intermediate tank has a fuel truck parked right next to it on the side without the fence. The intermediate tank is no longer secured from anyone climbing on the tank and possibly having an accident or vandalizing the tank. The tank is being used by the City to provide fuel for the electric utility. The City's electric utility will no longer let the water and sewer utility use the fuel in the tank, because the tank was originally designed and constructed for this purpose. The City staff at the water and sewer utility must haul fuel in barrels from one of the diesel fuel loading racks to the water and sewer utility on average every two days.

During the onsite monitoring visit, STG, Inc. had an employee, Richard Howard, onsite overseeing the installation of a retail fuel dispensing pad, which extended from the fuel dispenser to the Council office. Howard was shown the tank with the peeling paint and the broken storage door hinge. He stated that he would report these problems to his supervisor at STG, Inc.

The Council has not yet established systems to schedule routine (O&M) maintenance functions. Additionally, there are not yet established systems to schedule non-routine (R&R) repair functions.

SPCC/Facility Response Plan/Coast Guard Operations Manual

The Council has received its copies of the U.S. Coast Guard Operations Manual, U.S. EPA Spill Prevention Control and Countermeasure Plan (SPCC) and the EPA Facility Response Plan prepared by AEA. The manual and plans are current and up-to-date. The Council Members will need to ensure a Bulk Fuel Facility Operator is trained for their responsibility to keep the plans current as indicated in the timeframes in the plans.

RECOMMENDATIONS

The following outlines the systems and procedures that should be addressed by the Council, areas that technical assistance/training may be warranted, and operational areas requiring follow-up:

Systems and Procedures	ASAP	Within year	Long Term
Hire a Bulk Fuel Facility Manager	x		
Hire a Bulk Fuel Facility Operator	x		
Develop a written staff training plan		x	
Develop a Chart of Accounts for the bulk fuel facility	x		
Collect O&M payments from all participants for first year	x		
Collect R&R funds from all participants for first year	x		
Establish an interest-bearing R&R fund account	x		
Develop a bulk fuel facility budget for fiscal year 2006	x		
Develop procedures for completing & submitting annual report		x	
Obtain General Liability insurance or self-insure the facility	x		
Technical Assistance			
Allocating O&M and R&R among participants		x	
Updating business operating plan and financial table assumptions	x		
Preparing and submitting Denali Commission annual report		x	
Training			
Schedule/arrange training on the Business Operating Plan for management and staff	x		
Schedule/arrange training for the Bulk Fuel Facility Manager	x		
Schedule/arrange training for the Bulk Fuel Facility Operator	x		
Operations			
Obtain & install locks on the bulk fuel facility & offsite facilities	x		
Coordinate with STG, Inc. to repaint the fuel tank	x		
Coordinate with STG, Inc. to find out who is responsible for repairing the broken storage door hinge	x		
Develop system to schedule tasks for routine (O&M) maintenance		x	
Develop system to schedule tasks for non-routine (R&R) repair			x
Develop a spill response and O&M parts inventory list		x	

TRIP PHOTOS



3 Inches of Standing Water in Dike Area.JPG



Broken Door on Hose Storage.JPG



Bulk Fuel Facility (1).JPG



Bulk Fuel Facility (2).JPG



Bulk Fuel Facility (3).JPG



City's 4th Tank Paint Peeling (1).JPG



City's 4th Tank Paint Peeling (2).JPG



City's 4th Tank Paint Peeling (3).JPG



City's 4th Tank Paint Peeling (4).JPG



City's 4th Tank Paint Peeling (5).JPG



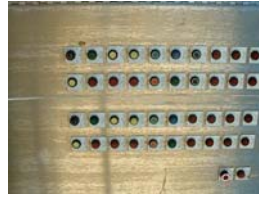
City's 4th Tank Paint Peeling (6).JPG



Clinic Intermediate Tank.JPG



Clinic Locked Gate.JPG



Corrosion Forming on Stainless Steel Grid.JPG



Council's and City's Dike Wall.JPG



Council's Dual Dispensing Tank.JPG



Council's Dual Product Dispenser.JPG



Council's Tanks.JPG



Dike and Walkway Ramp.JPG



Dike Drain.JPG



Dispenser Pipelines.JPG



Erosion in Truck Fuel Rack Area.JPG



Facility Electric Meter.JPG



Facility Lights.JPG



Facility Pilings.JPG



Facility Walkway Ramp.JPG



Facility with Truck Fuel Rack.JPG



Facility Pump Control Grid.JPG



Fence Down at Power Plant Tank.JPG



Front View of Marine Headers.JPG



Fuel Dispenser with Locked Gate.JPG



Fuel Truck Parked Next to Power Plant Tank (1).JPG



Fuel Truck Parked Next to Power Plant Tank (2).JPG



Ladder, Gauges & Valves on Dispenser Tank.JPG



Ladders on Tanks.JPG



Open Gate Entrance to
Truck Fuel Rack.JPG



Open Storage Doors in
Second Rack.JPG



Open Storage Doors.JPG



Pipeline from Facility to
Dispenser.JPG



Power Plant Intermediate
Tank.JPG



Road View of Facility.JPG



Rust on Dispenser Pipelines
to Facility.JPG



Rust on Gauge.JPG



Rust on Valves.JPG



School Intermediate Tank
(1).JPG



School Intermediate Tank
(2).JPG



School Locked Gate.JPG



Second Truck Fuel
Rack.JPG



Side View of Marine
Headers.JPG



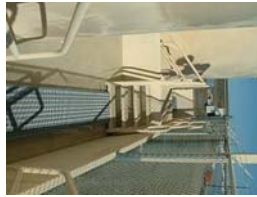
Stairs Between Dikes.JPG



Stairs Inside Facility.JPG



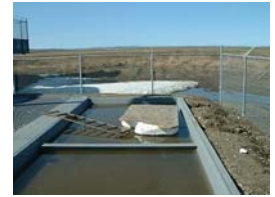
Stairs to Facility with
Unlocked Gate.JPG



Stairs to School's
Tanks.JPG



Standing Water in Dike
Area.JPG



Truck Fuel Rack's Dike.JPG



Truck Fuel Rack's Hose
Storage.JPG



Unlocked Gates to Second
Rack.JPG



Valve & Safety Storage.JPG



Walkway Ramp.JPG